SCHOOL OF SOCIAL WORK
University of Illinois
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The COMPASS

AMERICAN · ASSOCIATION · OF · SOCIAL · WORKERS
130 E. 22d St. New York City

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THE DELEGATE CONFERENCE AND SOME NATIONAL ISSUES

Decision to hold the next Delegate Conference of the AASW in Washington, February 15, 16, and 17, has been made by the Planning Committee of which Stanley Davies is chairman. Some of the issues facing the Conference are suggested in the following paragraphs:

*** Putting relief programs, now led and largely financed by the federal government, back on the states is one proposal appearing frequently. It assumes a large federal work program and the issue is on the different estimates as to what the states can or will do, and even more on what portion of the present number of families receiving relief could be put to work under conditions which would be as good or better than relief.

*** Would it not be possible to establish a federal work program to give real work, on a basis of real employment? Many social workers have been heard to say that work relief, as much of it is being done, is no better than direct relief and that unless the two get separated, neither work nor relief has much chance of improvement.

*** A Federal Department of Public Welfare which would set standards and provide equalization funds for state departments, which in turn would uphold standards of public assistance on a modern social work basis, is being advocated as an essential element in any security program. With a big diversified employment program offering real jobs to as many unemployed as possible, such a welfare department would lay the ground work for a complete change of public relief into a national assistance program.

*** One national standard which could be established under such a program would be eligibility for assistance before destitution is reached as is now the practice in England.

*** Many states are working on plans for unified public welfare programs. Tying this development up with a federal department would be of great importance in state planning.

*** The general compensation plan for economic security, as drafted in the Lundeen Bill, is another suggested method. This would provide compensation for many hazards and administration would be lodged in labor groups. A Congress for Unemployment and Social Insurance, to be held in Washington January 5, 6, and 7, has been called to force the attention of Congress and the nation on this plan. Discussion of this approach compared to the development of other security services is under way in the AASW's Committee to Outline a National Social Welfare Program, and also in several chapters. The AASW Conference will undoubtedly continue with this issue.

*** Sudden and complete changes in unemployment relief measures, with all the ensuing uncertainties in federal, state, and local programs, convince practically everyone that the next program should be approached on a continuing basis. It may take social work evidence, however, to convince those responsible. One point of any continuing or permanent program that needs the greatest emphasis is that of personnel—its education and selection.

*** Personnel also needs protection constantly against exploitation and the standards of personnel need protection against political pressure. The AASW Division on Personnel Standards and on Employment Practices have an obligation to bring in programs for Conference discussion.

* * * * *

The Mayflower Hotel in Washington, scene of last year's Conference, has been selected by the Planning Committee for the 1935 meeting. Each chapter is entitled to one representative at the Conference, and in addition the larger chapters are entitled to certain additional representation. To conform with the By-Law provision and still allow each chapter to have more than one person on the Conference floor, the Committee has invited each chapter to send an alternate to the Conference, as well as a representative.

The members serving with Mr. Davies on the Planning Committee are: Helen Crosby, Arthur Dunham, Gladys Fisher, Jane Hoey, David Holbrook, Dorothy Kahn, Katherine Lenroot, and Dr. Ellen Potter.

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Katharine Lenroot, Chief of the Children's Bureau

News of the appointment of Katharine Lenroot as Chief of the Children's Bureau to succeed Grace Abbott was enthusiastically received by social workers who had hoped that President Roosevelt would recognize her qualifications for the position. The national association of the AASW and many of the chapters supported Miss Lenroot's appointment on the basis of her demonstrated ability during the many years she has been connected with the Bureau, the last twelve of which were in the capacity of Assistant Chief.

The Association felt that Miss Lenroot is an outstanding example of the high quality of personnel which should be drawn into the government service through the merit system. Miss Lenroot secured her first appointment to the Bureau in 1914 through a civil service examination and her promotions in the Bureau were strictly subject to civil service procedure. Her appointment as Chief of the Bureau constitutes a recognition of demonstrated capacity in government service which should serve to encourage other men and women of outstanding ability to enter the service.

The Association is delighted that Miss Lenroot has received the appointment which she so richly deserves and that the Administration has thereby given strong support to the principle of promotion of experienced civil service appointees to high governmental positions on the basis of merit.

Impartial Relief for Strikers

Endorsement by the AASW Executive Committee has been given to the policy of the FERA under which relief needs of workers on strike are to be considered without reference to labor controversy.

Considering a report from the Committee on Current Relief Program of the Division on Government and Social Work, the Executive Committee approved the following resolution:

> The Committee has studied carefully the policy expressed by the FERA regarding relief to strikers, as follows:
>
> "The Federal Emergency Relief Administration is concerned with administering relief to the needy unemployed and their families. Each case applying for relief to the local emergency relief agencies should be treated on its merits as a relief case wholly apart from any controversy in which the wage earner may be involved."
>
> We wish to affirm in the most positive manner our complete agreement with this position, *and* carried out in good faith, we believe, by the great majority of state and local emergency relief administrations. We further believe that these policies should govern the administration of relief by both public and privately supported agencies; and that social workers and chapters of the AASW should be active in supporting these views.

A further memorandum, giving the reasons for endorsement and supported by an abstract of available publicity, was submitted by the Committee on Current Relief Program, of which Joanna C. Colcord is chairman.

Insurance Service in Public Department

Expert insurance adjustment service that will be available to every client is being organized by the Boston Public Welfare Department. Through the service, clients will be enabled to collect funds tied up in lapsed and convertible insurance which they do not know have accumulated and they will also be assisted in organizing their insurance to secure the most protection for what they are able to pay.

The service is being developed with the cooperation of the Life Insurance Adjustment Bureau, New York City, representing three leading insurance companies which carry approximately 90% of the insurance held by those on city welfare relief.

The plan for putting the service into effect is being worked out by Maurice Taylor of the Boston Jewish Family Welfare Society, which has donated his services for this purpose. Edwin Eklund, of the Life Insurance Adjustment Bureau, is acting in advisory capacity to the Public Welfare Department while the adjustment service is being established.

Shall Junior Membership Be Discontinued

The Executive Committee of the Association has recommended that the by-laws be amended to discontinue the junior membership applications beginning July 1, 1935, and the recommendation will be submitted for action to the Delegate Conference in February. Opinions of members and chapters are invited.

It is the conviction of those who favor the amendment that the continued existence of junior membership (or partial fulfillment of professional requirements) will tend to fix this lower level as the maximum required by employing and certifying agencies. In the absence of legal recognition of social workers, eligibility to membership in the AASW is increasingly utilized by employing and certifying agencies to specify requirements for social work positions insofar as persons with those qualifications can be found. However, the junior or partial standard is too easily substituted

for the full standard and thus "qualification for junior membership in AASW" is frequently written into regulations of employing and certifying agencies as an alternative to "eligibility to full membership in AASW." Assuming that the purpose of the AASW is to encourage endorsement of its full membership standards for the field, the junior classification represents a distinct hazard.

The junior classification was set up early in the Association's career when desired education and training qualifications were difficult to realize. It was and still is a membership device whereby the AASW grants partial status and encouragement to candidates who presumably will be able to acquire full professional status. Now when that membership device is utilized by employing and certifying auspices as a substitute for the standard itself, the Association should apparently relinquish the membership device.

The abolition of AASW junior membership classification is recommended in the interest of a single clear-cut professional standard that can be understood by everyone who is concerned with the importance of professional qualifications in social work.

Action as proposed by the Executive Committee would not affect the status of any present junior members nor prejudice acceptance of new applications up to July 1, 1935. The present by-laws allow a junior member five years to qualify for full membership, so that there would probably be some existing junior membership for some years to come.

Some Activities of the Division on Government and Social Work

The Division on Government and Social Work has been vigorously carrying forward its program during the past months, with particular reference to the recommendations made by the Association's Conference on Governmental Objectives last February which come within its province.

The question of using federal relief funds for medical care of the unemployed and their families outside of the home was specifically referred by the Conference to this Division for further study and recommendation. The Steering Committee of the Division prepared a statement on this subject which was sent to all the chapters containing the urgent recommendation "that more adequate provision be made from federal, state and local public funds for a rounded relief program, including medical and hospital care outside the home. Adequate provision for the types of relief (particularly shelter) already nominally allowed under FERA instructions, should accompany any new provision for medical care. Where adequate public hospital and clinical service is not now available, and where there is evidence of a consistent and continued demand therefor, steps should be taken as rapidly as possible toward the development of such services as may be needed for any extended future period, and in the meantime non-profit facilities under private auspices should be used and paid for on an individual service basis by public agencies for the persons under their care. Rules and regulations 'governing medical care outside the home to recipients of unemployment relief' should be formulated by the FERA, similar to 'Rules and Regulations No. 7,' governing medical care in the home."

The field of study of the Division's Committee on Coordination of Governmental Services, of which Harry Lurie is chairman, has been broadened considerably, as is indicated by its new title, "Committee to Outline a National Social Welfare Program."

The purposes of this Committee as now stated are "to undertake to develop general social principles considered as basic in planning a national social welfare program aimed at the economic and social security of labor and the solution of the problems of dependency. It will consider the various problems and the measures which should be included in such a program. With the help of sub-committees consisting of members of the Committee and of other social workers, it will attempt to prepare a statement on general principles and to offer recommendation for creating programs for consideration by the whole division on as many of these problems as possible. It aims to develop a platform which can be used by the Association and its functional committees for promoting a more desirable organization of social welfare and social services in the United States."

At its first meeting this fall the Committee discussed a memorandum prepared by Harry Lurie on an "Administrative Basis for Social Welfare Programs in the Federal, State and Local Governments" and one by Mary van Kleeck on "Employment Insurance and Unemployment Compensation." The discussion of the memoranda developed two different points of view, one that insurance plus attending services would cover the need, and the other, that public assistance is necessary even with a complete insurance system. To clarify its thinking, members of the Committee agreed to prepare individually a statement of their ideas, following an outline which was drawn up for this purpose. These statements are now in the hands of the chairman and are being embodied by him in a coordinated document which will be made available to the chapters and members of the Association in the near future and will constitute important discussion material for the Delegate Conference in February.

Other material prepared by members of the Committee for discussion at later meetings includes: (1) Proposals for insurance and compensation against industrial accidents and occupational diseases, Ewan Clague; (2) Organization of facilities for medical care and health services for the community as a whole, and Measures for compensation for illness and disability of wage earners, Dr. I. M. Rubinow; (3) Provisions for economic security and special facilities for the care of the aged, Mrs. Alice Liveright.

The present personnel of the Committee is as follows: Harry Lurie, chairman; Helen Crosby, secretary; Ewan Clague, William Hodson, David H. Holbrook, Paul U. Kellogg, Dr. Hertha Kraus, Mrs. I. Albert Liveright, Dr. I. M. Rubinow, Frances Taussig, Ruth Taylor, Mary van Kleeck.

Division on Employment Practices Goes to Work

THE Association's new Division on Employment Practices held its first meeting this fall. As a basis for action in this field the Division found that a thorough understanding of the Association's motivation in approaching the problem of employment practices was necessary. The Division therefore gave immediate attention to the preparation of the following statement, representing its understanding of the Association's policy regarding employment practices, which has been sent to the chapters for comment:

"A professional organization such as the American Association of Social Workers is concerned with the constant development of professional service. The personnel employed to do social work is the basic gauge of the quality of service the profession offers clients and communities. Thus, activity in the field of personnel in social work becomes the basis for the Association's efforts in such matters as standards of membership of the AASW, professional education, and employment practices. An Association objective is a qualified personnel adequately prepared, working under desirable conditions and performing to its maximum extent. In support of this objective, an essential element of the Association's program is to work for a stabilization and improvement of employment practices in social work. The Association believes that there is a causal relationship between standards of social work service and the factors of qualifications of social workers and the conditions under which they work. The Association desires to promote adequate employment conditions in social work as a means of attracting to the profession able recruits, of holding in the practice of social work those most qualified to serve and of establishing a working environment which will be conducive to enthusiastic effort. The Association believes that the personnel and employment practices of a social agency will largely determine the successful accomplishment of that agency's program. The Association, composed as it is of individual social workers, has also a personal stake in the kind of employment practices under which individual social workers must do their work."

Immediate activities of the Division include the drafting of a plan for a comprehensive study of present employment practices for presentation to a research agency which might cooperate in financing such a study, and a study of grievance procedure, its purpose, operation and place in the Association. The first project has been assigned to a sub-committee composed of Dr. Maurice Taylor and Miss Anne Geddes. Miss Lillian Adler and the members of the Personnel Practices Committee of the Chicago Chapter have been appointed as a sub-committee on the second project.

The Division desires to be primarily an active promoting body in clarifying the confusion surrounding the employment situation of social workers, in emphasizing the values of adequate working conditions, in stimulating interest in this subject and in producing certain changes in existing practices. These objectives the Division hopes to accomplish by working closely with chapters and local committees considering employment practices, receiving information from these committees as to their problems, their interests and their activities, and making available this information and the assistance of the Division on Employment Practices to local groups.

An outline of possible projects has been sent to the chapters, asking for suggestions as to which subjects are most timely or most acute, which are most important for discussion or action at the Delegate Conference in February and which have already received attention from chapters. Other important questions raised by the Division for discussion by the chapters include the method by which the Association is to achieve and maintain desirable employment practices, and the method of handling violations of standard practice.

—A. G. W.

THE COMPASS

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National Conference and Professional Standards

Professional standards and education continues to be a subject of keen interest to the National Conference of Social Work. Howard Knight, General Secretary of the Conference, fears that a contrary impression was given to *Compass* readers by the paragraph in the October issue stating that Division XI on Professional Standards and Education had been dropped. As Mr. Knight points out, Division XI was not picked out and abolished by itself, but was abolished with all the other divisions in the general reorganization of the Conference Program. In the recommendations regarding the new program adopted at Kansas City, it was specifically stated that questions of professional standards and education should definitely be considered in relation to each of the new sections established. Consideration had been given earlier to a special section on this subject but it was decided that it would be wiser for the time being to have questions of professional standards and education considered in their relation to the functional sections established. However, the immediate importance of this subject, in view of present problems in the public welfare field, was recognized and the first special committee to be authorized by the Conference was a Committee on Professional Standards and Education, of which Grace Abbott is chairman.

On the Trail of the Association's President

IN the midst of Dorothy Kahn's arduous life as Director of the County Relief Board of Philadelphia, Pennsylvania, and as President of the AASW, she has found time to respond to innumerable requests to talk on programs that are concerned with the social work front and the social worker.

The following paragraphs from an address which she gave at a meeting of the Family Welfare Association on November 20 give some of her thinking on the need for professional skill and integrity in the administration of public relief.*

"Nothing could be more significant of the state of social work at the present time than the need to raise a question as to whether professional standards help families. I do not doubt this need. I do doubt my own ability to answer a question which must be answered for each of us in terms of our own experience. With the practice of social work being attempted at this moment by thousands of untrained men and women, the small band of qualified persons must in many places seem lost, their skill and their philosophy diluted beyond recognition. . . .

"The fact that 17,000,000 persons are on relief may be an unpleasant and expensive fact, but it is a fact that must be faced. One way or another we shall have to support those who can find no gainful employment. And with the maximum effectiveness of an expanded program of public employment or even of subsidized industry, there will remain great numbers who, for the first time in the history of our country, have been recognized as impossible of absorption in productive enterprise. We can treat them as if their need were a disgrace that we cannot face, or we can bring their treatment into line with the constructive spirit of family social work. It is not fair to damn relief and thus jeopardize its helpless victims merely because we have been unable to think of anything better. It would be as sensible to let people suffer and die of cancer because we have not found either a preventive or a more satisfactory method of treatment than the disfiguring process of surgery. There is no greater challenge to the profession of social work today than the skillful administration of relief, and the rendering of such services as are of necessity associated with it. It is not relief that breaks the spirit of men. It is the situation which causes the need for it and sometimes the needlessly painful way in which it is given. It is these things on which we need to focus the professional philosophy and skill of social work. . . .

"Can we not hope that increased investments in training for professional social work will provide adequately prepared personnel? Many of the persons who have come into this field find its interest so great that they prefer it to their original choice of occupation. They yearn for training to guide and interpret their rich experience. Their supervisors are beset to teach in a day, sometimes in an hour, what it took them two years to begin to understand. We cannot afford to let so many workers sharpen their wits on client pressure groups. The cost might easily be greater than we can bear. Yet these are typical of the problems that confront us. Their treatment requires a critical attitude, not only toward the things we do, but also toward the things we believe. This is the hall-mark of the professional person in any occupation. . . .

"There is something disturbing in the present tendency to contrast the methods of the public and the private family welfare agency. I do not contend that there is no contrast. There is a very real one. It should be a difference in function and scope, not a difference which says in effect—you, the client of the private agency, may have skilled professional service; you, the client of the public, may not. This kind of reasoning confuses the

* Miss Kahn's address will be printed in full by the Family Welfare Association together with other addresses given at the same meeting. The pamphlet will be available in January from the Family Welfare Association, 130 East 22nd Street, New York.

functions of both and helps nobody. The fact that families under the care of private agencies are helped by professional skills should lead us to demand that professional skills be employed likewise on behalf of this greater number of families if only for the purpose of finding out what not to do. If Senator Borah's challenge to the FERA does nothing else it should demonstrate not the high cost of administration but the intolerable cost of poor administration. The profession of social work can go only a little way in this matter. Workers have been drafted, schools overcrowded and the problem of adequate qualified personnel remains. The voice of these clients who know what they have a right to expect is a feeble voice that too often reaches only those who can do least to help. Social work as we know it today is not the product of a client's need. It is the product of community recognition of that need, in relation to the well being of the whole.

"Before this can be achieved in any reasonable measure for this expanded field of social work the expectations of these clients must be a part of the thinking of the whole community. That they are not, is one of the tragedies of American life. Professional standards have long been known to be of enormous help to individual families. Are they less useful, less necessary in the far-flung program of public relief? How insistent has been the demand for competence in this field? In a recent grand jury investigation of relief in a certain city not far from New York, the Federal Judge on receipt of the report observed that 'we regretted to note that this was the largest going business of the moment,' and he was gratified to find that 'a difficult public service was being performed without scandal.' Is this all that is expected of social work under public auspices? In a recent address the President of Princeton called attention to the fact that our present political system injures the prestige of public service and adversely affects careers in the public service. He called upon the universities to train men and women for leadership. He maintained that our schools 'have not yet accepted their rightful responsibility for the development of a social attitude of mind and an intellectual technique with which to approach public questions.'

"Meanwhile, the welfare of millions demands a service that is based on these factors. If social work has contributed anything toward this intellectual technique it is the concept that it serves its clients only as it serves the interests of the whole community of which they are a part. Its skill lies in the release of their own best abilities on the one hand and in the protection of the whole community against the self-interest of any part of it. . . ."

HOUSING NEWS

A new publication, the *Public Housing Progress*, published by the National Public Housing Conference, 112 East 19th Street, New York City, devoted to public housing will certainly be of interest to housing-minded social workers. The subscription price is $2.00. The publication is free to members of the Public Housing Conference.

Another publication that social workers should find worth-while is the *Council News Letter* of the Metropolitan Housing Council, 520 N. Michigan Avenue, Chicago, Illinois.

A recent addition to the housing library is "Modern Housing," by Catherine Bauer, published by Houghton Mifflin Co., 2 Park Street, Boston, Mass.

* * * *

A very important declaration on the federal housing program by Secretary Harold L. Ickes appears in the *New Republic* of December 19, 1934.

* * * *

The Department of Interior, Washington, D. C., has interesting bulletins and pamphlets on subsistence homesteads, particularly Bulletin No. I on the Purposes and Policies of the Division of Subsistence Homesteads.

* * * *

A very important statement has been issued by the National Association of Housing Officials known as "A Housing Program for the United States." This report is based on investigations made by Sir Raymond Unwin, Miss Alice Samuel and Dr. Ernst Kahn, a foreign commission brought to this country by the National Association of Housing Officials to study and analyze the housing situation here. Their report was discussed and adopted by housing experts and officials at a conference held in Baltimore, October 13, by the NAHO. The six main divisions of the program, which include general principles needed for adequate housing standards and for the achievement of these standards, are: (1) general considerations; (2) functions and relations of public housing agencies; (3) financial policy; (4) types of developments, location and design; (5) housing management; and finally (6) housing in city building. A longer report amplifying the details in this shorter one will be issued shortly. Copies may be obtained from the above organization at 850 East 58th Street, Chicago, Ill.

* * * *

In the September issue of the *Compass*, this column asked for the names of readers interested in the Housing Column. A number replied, among them: Russell H. Kurtz, New York, N. Y.; Zelma Warren, Waterloo, Iowa; Alice Griffith, San Francisco, Calif.; Carlotta Theaker, Toledo, Ohio; Ethel F. Ideson, Cincinnati, Ohio; Reginald A. Johnson, Atlanta, Ga.; Irma G. Ralph, New York, N. Y.; John Ihlder, Washington, D. C.; Lydia A. H. Burklin, Washington, D. C.; Sidney A. Teller, Pittsburgh, Pa.; Earl W. Mutch, Chicago, Ill.; Anita Menkes, Chicago, Ill.; Mina Walk, Chicago, Ill.; H. Esther Appelman, Chicago, Ill.; E. Mebane Hunt, New York, N. Y.; H. E. Jensen, Durham, N. C.; Laura M. Kinkead, St. Louis, Mo.; Bessie Levin, Pittsburgh, Pa.; Priscilla Ayres, Chicago, Ill.; Bessie Meyers, New York, N. Y.

If you did not send in your name, you can still do so, addressing it to Abraham Goldfeld, 132 Goerck Street, New York City.

Index to Provisional Workers

The Division on Personnel Standards, as was stated in the last issue of *The Compass,* is charged with responsibility for presenting a plan whereby the AASW would set up machinery for listing or registering non-professional persons engaged in social work who can and wish to qualify provisionally in the professional field. Completed college education and two years' endorsed experience in social work are the proposed criteria for establishment of the status implied in the non-professional preferred listing. At the end of a stated period persons listed would be required to qualify for professional membership. The plan will be submitted to the membership before the February Delegate Conference.

It is hoped that by such a plan the present and future personnel needs of the field may be better clarified and programs by virtue of this may be better served.

To reiterate some of the statements that have already been issued in connection with the underlying personnel problem which it is hoped the professional Association can meet with some effectiveness:

Service in the field of social work like any other professional field depends chiefly upon who the people are who are doing the work. Some local and state-wide groups of social workers are setting up voluntary systems of certification, writing bills of registration and looking toward legal recognition for social workers. Inclusion rather than exclusion characterizes each new effort so that even on a state-wide basis there is danger that we may see 48 minimal levels instituted unless a uniform minimum level for non-professional as distinguished from a minimum for professional status can be established.

There is much evidence that AASW membership requirements have greatly influenced the selection of personnel for posts of importance. However, where it was found that the only approved standard, eligibility to AASW, was an impossible requirement to meet the demand for workers, the field was left with no secondary standard which would insist on the best non-professional talent available. At that point the professional leadership of the Association has not been exercised realistically.

Program and personnel expansion have necessitated the employment of large numbers of untrained workers. A competent estimate of the present number in social work positions is lacking. Mr. Hurlin estimated 42,000 persons engaged in social work in 1930 on the basis on the United States Census figures. Obviously thousands have been added since by the relief administrations. The number of those in social work positions who could qualify by accepted professional standards has always been a small minority, but there is no doubt that the proportion in the field today without special equipment and in direct contact with clients is larger than it has ever been before.

Officials and agencies have improvised various standards in different parts of the country, but large numbers of appointments bear witness to the need of a recognized uniform level of qualification for untrained workers. Executives of these expanded programs have asked for AASW recommendations on new personnel problems. Recently mobilized workers are asking their employers and various professional people for some common understanding of their future status.

Non-professional persons interested in their work are confused by and unable to discriminate in the assortment of courses for which they may enroll. Professional schools of social work in the large cities are unable to accommodate persons who wish to enroll for courses. Many educational institutions are unclear as to what should be the nature and scope of the courses they are initiating.

What proportion of untrained people may be academically eligible to take professional training is unknown. What proportion of the group eligible for training, the college graduates, is interested in acquiring professional status is unknown. If by means of a nationally administered device such as the proposed AASW provisional registration or non-professional preferred listing, we could establish some statistical idea of the character of the body of social work personnel we should be in a better position to plan or support:

(1) standards that should operate in the further necessary employment of untrained workers;

(2) criteria for the reorganization of existing personnel to determine retention, promotion and demobilization;

(3) expansion of professional training facilities;

(4) nature and scope of agency training facilities;

(5) factual interpretation of non-professional as well as professional personnel.

The Division on Personnel Standards is examining the validity of the issues and asking itself these questions before submitting a plan to the Association membership: Should the AASW take responsibility for the problems outlined? Would a system of voluntary non-professional preferred listing provide a workable basis for meeting these problems? What should be the provisions of an effective plan?

C. C. R.

Branion-Williams Defense Fund

The Branion-Williams Defense Committee, through Robert P. Lane, Chairman, presents the following financial report to members of the AASW who contributed so promptly and generously to the defense fund for Raymond C. Branion and Pierce Williams.

Disbursements were made by the Defense Committee to Robert W. Kelso as fiscal agent for Mr. Branion and Mr. Williams. Mr. Kelso also received funds directly from the California-Branion Committee and from associates of Mr. Branion and Mr. Williams in the federal and state relief administrations. The financial report, therefore, includes a statement by Mr. Kelso of total receipts and disbursements as well as an accounting of the funds handled by the Branion-Williams Defense Committee.

RECEIPTS AND DISBURSEMENTS OF BRANION-WILLIAMS DEFENSE COMMITTEE

As of December 26, 1934

RECEIPTS		
793 contributions (from 45 states, Puerto Rico, Hawaii and three foreign countries) amounting to		$6,129.01
DISBURSEMENTS		
Messrs. Kelso, Wilbur and Johnstone, associate defense counsel	$3,600.00	
Messrs. Meserve, Mumper, Hughes and Robertson, defense counsel in Los Angeles	1,000.00	
Postage, telegrams, telephone, stationery of American Association of Social Workers and Branion-Williams Defense Committee	463.22	
Total disbursements		$5,063.22
Balance on hand		$1,065.79

RECEIPTS AND DISBURSEMENTS OF ROBERT W. KELSO, FISCAL AGENT

RECEIPTS		
From Branion-Williams Defense Committee		$4,600.00
From California-Branion Committee		2,000.00
From various direct contributions of associates of Messrs. Branion and Williams in federal and state relief administrations		2,812.00
Total receipts		$9,412.00
DISBURSEMENTS		
Messrs. Meserve, Mumper, Hughes and Robertson, defense counsel in Los Angeles:		
Out of California-Branion funds	$1,000.00	
Out of Branion-Williams Defense Committee funds	1,000.00	
		$2,000.00
Ray C. Branion, expenses in connection with defense, out of California-Branion funds		1,000.00
Messrs. Kelso, Wilbur and Johnstone, defense counsel:		
Equivalent of salaries in positions from which they resigned to undertake defense	$3,057.43	
Per diem for subsistence while on case	1,250.00	
Professional disbursements, special services	246.65	
Airlines and railroads, for air and rail transportation	1,579.42	
Total to Messrs. Kelso, Wilbur and Johnstone		6,133.50
National Surety Corporation, premium on bail bond		100.00
Stenographic services		178.50
Total disbursements		$9,412.00

LIABILITIES, AS PER STATEMENT OF ROBERT W. KELSO, FISCAL AGENT

Messrs. Meserve, Mumper, Hughes and Robertson, balance of agreed fee	$3,000.00
Messrs. Meserve, Mumper, Hughes and Robertson, professional disbursements	600.00
Messrs. Kelso, Wilbur and Johnstone, to termination of services	528.98
Messrs. Kelso, Wilbur and Johnstone, for disbursements for traveling	243.33
Total	$4,372.31

The Branion-Williams Defense Committee is considering at the present time the proper allocation of the balance of $1,065.79 which it has on hand and also what measures might be taken to meet the remaining liabilities. Members of the Association who have not already contributed to the Defense Fund and who would like to assist in clearing up the heavy debt for legal expenses imposed on Mr. Branion and Mr. Williams by the unjust indictment which was brought about by political machinations in California, may send their contributions to Robert P. Lane, Branion-Williams Defense Committee, 122 East 22nd Street, New York City.

Agency—Employee Health Plan

The United Jewish Social Agencies of Cincinnati, Ohio, carries a group insurance plan for employees' expenses during illness. This insurance, which is carried by the Aetna Insurance Company, provides for a weekly indemnity of $10 for 13 weeks, effective on the eighth day of illness. The cost is $1.36 per month which is shared equally by the staff members and the agency. The plan, which is voluntary, is open to

all full-time employees of the agency. Frieda Bohn, Secretary, states that practically every employee carries the insurance, and that employees who have benefited have been most grateful for the income thus derived. She adds that it has been of equal benefit to agency and employee.

Such plans, which are the exception rather than the general rule with agencies, reflect a spirit of mutual cooperation between employer and employee conducive to greater staff enthusiasm in working towards the agency's objectives.

Case Records as Legal Evidence

There can be no question as to the confidential, privileged character of communications made to social workers by their clients, in the opinion of Max J. Kohler, who discusses this subject in an article on "Privileged, Confidential Character of Information Imparted to Social Workers," published in the June 1934 issue of *The Jewish Social Service Quarterly.*

Mr. Kohler became interested in this question of law when the New York Committee on Naturalization recently offered to furnish gratis to the Government Naturalization Bureau in New York City the services of staff members of naturalization aid organizations skilled in this service. This offer immediately raised the question of privileged information because of the possible danger of deportation or criminal prosecution of clients if courts could require case records to be produced. Mr. Kohler's article embodies his view of the law on this question as a result of a brief which he drew up.

After citing the only two rulings by courts—one pro and one con—on the precise question involved of confidential communications to social workers, the article rests the weight of argument on the views in Professor Wigmore's work on Evidence. Mr. Kohler points out that the four elements which Professor Wigmore believes should be present to sustain a question of privileged information are to be found in the confidential relation of social worker and client and that lacking precedents committing the courts to a different view, Professor Wigmore's views are likely to be followed.

Government officers connected with welfare services of the government are in a somewhat different position from social workers not employed by the government on the question of privileged information, but Mr. Kohler believes that there are good precedents for making a special regulation rendering communications to such government officers similarly confidential and immune. He suggests that in order to avoid misunderstanding it would be desirable to have a regulation covering both government officers and social workers.

Compass readers who were interested in the July 1934 item on Case Records as Evidence drawn from the *Chicago Chapter Bulletin* will want to read Mr. Kohler's article in full.

New York TERA to Give Fellowships

Fellowships for training in schools of social work have been announced by the New York TERA, which has been authorized by the FERA to use limited funds for this purpose. The fellowship students will attend either the New York School of Social Work or the University of Buffalo School of Social Work for a period of six months, with special emphasis on public welfare work. Students will be selected from the staffs of Departments of Public Welfare, Emergency Relief Bureaus and the TERA with the understanding that they will return to the staff of the Department or Bureau from which they were selected for a period of at least six months. Candidates must meet the entrance requirements of the New York or Buffalo School of Social Work governing education, personality and performance; they must have demonstrated outstanding ability in case work methods in their present capacity; they must have given proof of expressed or indicated intention of continuing in social work.

The initial selection of candidates will be made by local Fellowship Committees consisting of the Commissioner of Public Welfare or the Executive Director of the ERB, the local case work supervisor and the field representative of the TERA. The Welfare Districts which may submit candidates are limited to those where a case work supervisor of accepted professional standing has been employed for at least six months. The local committees may submit as many candidates as qualify and final selection will be made by a State Fellowship Committee on a competitive basis.

Fellowship students will receive $25 a week for the six months' training period, in addition to the tuition fee. Local responsibility for the awards will be emphasized by having the stipends advanced weekly to the recipients of the fellowships by the local Department of Public Welfare or Emergency Relief Bureau, reimbursement to be made by the TERA. It is hoped that fellowship training for local personnel, in addition to meeting the vital need for more trained workers, will also operate to reduce turnover, since persons with roots in the community are more likely to remain there and can be more successful than outsiders in developing greater confidence in and appreciation of trained personnel on the part of public officials and the community.

Will the Child Labor Amendment Be Adopted in 1935?

Twenty-four states which meet in regular legislative session in 1935 have not yet ratified the Federal Child Labor Amendment. They are as follows: Alabama, Connecticut, Delaware, Florida, Georgia, Idaho, Indiana, Kansas, Maryland, Massachusetts, Missouri, Nebraska, Nevada, New Mexico, New York, North Carolina, Rhode Island, South Carolina, South Dakota, Tennessee, Texas, Utah, Vermont, Wyoming.

Active campaigns in support of the Amendment have been or are being organized in most of these states, with the exception of Florida, Georgia, Maryland and South Carolina where there is not enough sentiment in favor of the Amendment to warrant the organization of a state campaign committee.

A recommendation favoring the adoption of the Amendment was passed last February by the Association's Conference on Governmental Objectives which also recommended that chapters support the Amendment in the states where it has not yet been ratified.

The Child Labor Amendment, which was passed by Congress in 1924, sets no standards but gives Congress the right to enact legislation setting minimum standards for the employment of children up to 18 years of age. Twenty states have already ratified the Amendment so that action by 16 more is necessary for its adoption. Vigorous action to secure ratification by 16 states in 1935 is imperative if children are to receive permanently the protection which the industrial codes give them only temporarily, and the cooperation of social workers in state campaigns is greatly needed.

Chapters and members of the AASW wishing to participate may get in touch with the following chairmen of state committees for ratification of the Child Labor Amendment:

Connecticut	Mrs. Ruth M. Dadourian, 125 Vernon Street, Hartford, League of Women Voters
Delaware	Mr. John Fader, Main Street, Newark, American Legion
Indiana	Mrs. J. W. Moore, 4901 No. Illinois Street, Indianapolis, Indiana Federation of Women's Clubs
Kansas	Mrs. George Beal, Lawrence, Kansas, Kansas League of Women Voters
Massachusetts	Mrs. LaRue Brown, 78 Revere Street, Boston, League of Women Voters
Missouri	Mrs. DeWitt Chastain, Butler, Missouri, Federation of Women's Clubs
Nebraska	Mrs. Curry W. Watson, 3204 Starr Street, Lincoln, Nebraska, Federation of Women's Clubs
New Mexico	Mrs. S. P. Nannings, Albuquerque, New Mexico, Parent-Teacher Association
New York	New York Amendment Campaign Committee, 419 Fourth Avenue, New York City
No. Carolina	Mrs. R. W. Absher, North Wilkesboro, N. C., American Legion
Rhode Island	Miss Alice W. Hunt, 2 Angell Street, Providence, Consumers' League of R. I.
So. Dakota	Mrs. E. W. Feige, 319 Third Avenue, Huron, League of Women Voters
Tennessee	Dr. Alva Taylor, 101 Bowling Avenue, Nashville
Utah	Mrs. Weston Vernon, Logan, Utah, Federation of Women's Clubs
Wyoming	Mrs. Fred Boice, 2410 Carey Street, Cheyenne, Federation of Women's Clubs

Additional information may be secured from the National Child Labor Committee, 419 Fourth Ave., New York City.

Social Work Under the Microscope

A study of social work positions in one community, which is probably the most comprehensive of its kind, has recently been completed by the Los Angeles Community Welfare Federation. The Federation made the study to secure data for drawing up a personnel classification and compensation plan for member agencies. A detailed description of education, training, experience, salary, duties and responsibilities was given on a questionnaire filled out by every employee in each of the 100 member agencies of the Federation, with the exception of two which failed to cooperate in the study.

With this complete information regarding the qualifications of the workers and the functions and activities of the agencies before it, the Survey Division of the Budget Committee of the Federation, which was in charge of the study, set up a classification of positions giving definitions, descriptions of typical tasks and suggested minimum qualifications.

Positions are grouped under seven main headings: Social Service; Medical Service; Education and Religious Service; Clerical Service; Domestic, Institutional Maintenance and Production Service; Promotion and Publicity; Administration, Coordination and Research. Under the Social Service classification, 37 positions are defined and described, and under the Administration, Coordination and Research classification there are 24 positions which, from the descriptions, are social work positions. Several others which might be added to the total number of positions using social

work techniques are to be found in the following classifications: Educational and Religious Service, Clerical Service, Promotion and Publicity.

In presenting the report, Helen Jeter, Director of the Survey Division, points out that the typical tasks described for each position are realistic and not idealistic, in that they include non-professional tasks if these were required of a professional worker. It was thought that if all the tasks performed by professional workers were set down, progress might be made in eliminating the non-essential duties.

The suggested qualifications, on the other hand, are idealistic rather than realistic since they are higher than those of many present employees. The purpose of setting up specifications higher than those in operation is to have them used as a guide to the future selection of employees with the hope that within the next decade the standards of work in the social agencies in Los Angeles may be materially raised.

With this personnel classification as a basis, the Survey Division is preparing a compensation plan with a suggested salary scale for all positions classified. The salary scale is based upon salaries and wages paid for comparable positions in business, industry and professional service in Los Angeles.

The comprehensive nature of this survey and the very complete factual data obtained should make the recommendations which come out of it extremely valuable in developing standards of social work in Los Angeles.

A Victory for Standards

Theory and practice in the field of personnel standards are being successfully combined by the Buffalo Chapter. A report sent to *The Compass* by Paul Benjamin on the chapter's activities in support of high qualifications for the position of executive of the Children's Division of the County Department of Public Welfare shows that the chapter is prepared not only to put qualifications down on paper but to go out and fight for them.

The results of a study of the children's work of this county agency, made by the State Department of Social Welfare, received wide publicity and stirred up considerable public indignation. The chapter immediately capitalized upon this interest by demanding that a person of competence, training and experience be chosen to head the children's division. "Influential persons were interviewed, statements were given to the press and hearings were held before official committees," Mr. Benjamin reports. "Finally committees from the Council of Social Agencies and the chapter appeared before the Finance Committee of the Board of Supervisors, presided over by a socially minded chairman, and an agreement was reached that a person should be chosen only for ability and experience. As a result of this agreement and later negotiations, the State Commissioner of Social Welfare, David C. Adie, outlined the standards which should prevail for this position. A civil service examination will be held in the near future with the assurance that only well qualified persons may enter the test."

"It was a victory won without any serious casualties," comments Mr. Benjamin. "Even some of the more politically minded supervisors bowed gracefully to the public will. The Commissioner of Welfare welcomed the support for a trained person. The chairman of the Welfare Committee of the Board of Supervisors spoke at the delegate meeting of the Council following the hearing." But the chapter will not be lulled into inactivity as a result of its successful sortie in support of good standards for public welfare positions. "A watched government is a good government," Mr. Benjamin suggests.

SPECIFICATIONS FOR PROFESSIONAL POSITIONS IN PUBLIC WELFARE

Prepared by Committee on Standards, Buffalo Chapter

QUALIFICATIONS for professional positions in a city welfare department have been drawn up by the Committee on Standards of the Buffalo Chapter and approved by the chapter. The members of the Committee are Anna B. Fox, chairman, Glenna B. Johnson, Roy F. Woodbury and Alice Williams. These specific recommendations regarding personnel standards in public agencies were made by the Committee at the request of the Buffalo Council of Social Agencies, which had been asked to make recommendations on the future administration of unemployment relief by the Governor's Commission on Unemployment Relief.

The qualifications recommended by the Committee are as follows:

1. COMMISSIONER OF SOCIAL WELFARE:
   The Commissioner of Social Welfare should be appointed (not elected) and he should be the highest type of social service executive available, since millions of dollars of money would be expended by this department, and since the welfare of hundreds of men, women and children would be in its care.

The Commissioner of Social Welfare should serve for a definite term of years, and be eligible for reappointment, but should be removable by the Board or other appointing body, upon the presentation of written charges and after a formal hearing.

The Commissioner should be civil service exempt, and there should be no local limitations on eligibility. The professional requirements for the Commissioner should be as follows:

(1) He should be a graduate of a school of social work approved by the Association of Schools of Social Work.

(2) He should have had a minimum of seven years' full time experience in approved* social agencies, of which three years should have been in a supervisory and executive capacity.

(3) The following qualifications could be accepted:
  (a) In lieu of graduation from a school of social work, two additional years of experience of the same grade as specified above.
  (b) In lieu of graduation from college, the following qualifications could be accepted:
    (1) Two years of college or equivalent (i.e., graduation from a teachers' college, normal school, or nurses' training course, technical school, or an undergraduate law school), or two years of experience, of the grade specified above, in addition to the experience requirements listed in (2) and (3a) above.
    (2) Certain exceptional persons who have acquired education of collegiate level outside of college and have proven their ability by achievements that can be cited should not be disqualified by lack of formal education. Such a person should have nine years of experience in an approved agency.

2. DIRECTOR OF FAMILY WORK:

Education and Experience: Graduate of an approved school of social work plus a minimum of five years in an approved case work agency (preferably a family agency) of which at least three should be in an administrative or supervisory capacity.

(a) In lieu of graduation from an approved school of social work, qualifications for membership in the American Association of Social Workers as of July 1, 1933, could be accepted.

3. DISTRICT SUPERINTENDENT:

This position calls for demonstrated administrative ability as well as a high degree of case work knowledge and the faculty for successful relationships with the district staff and with the entire staff of the organization.

Education and Experience: College or an equivalent acceptable to an approved school of social work. Graduation from an approved school of social work. Successful experience of at least four years in an approved agency, including at least one year in an administrative position. He/she should have knowledge of community organization, acquaintance with legal requirements of the position and should have demonstrated qualities for leadership.

* Defined as "a social work agency that has an organized Board of Directors with a qualified executive in charge. The majority of the professional staff should qualify for membership in the American Association of Social Workers."

4. DISTRICT SUPERVISOR OF CASE WORK:

Education and Experience: College graduation, graduation from an approved school of social work, plus three years' recent successful experience in an approved case work agency which preferably has included some supervision of case work.

Proven ability to work with other staff members is important, as personality plays such a large part in successful supervision.

There should not be more than seven to ten case workers to each case supervisor.

The case work supervisor should also have some experience and ability in writing, speaking and community contacts.

In smaller agencies where the district superintendent and district case work supervisor are combined, the qualifications should be those of a supervisor of case work with the addition of demonstrated administrative ability.

5. SENIOR CASE WORKER:

Education and Experience: Graduation from an approved college plus one year in an approved school of social work, plus two successful years in an approved case work agency.

6. CASE WORKER:

(a) Graduation from an approved college plus one year in an approved school of social work.

(b) Graduation from an approved college plus two successful years in an approved social case work agency.

(c) Five years spent in a combination of attendance at an approved college, attendance at an approved school of social work and successful employment in an approved case work agency.

(d) Two years' formal education in advance of high school plus technical social work courses, plus two years of successful experience in an approved social case work agency.

Future full professional education according to American Association of Social Workers standards to be acquired within a reasonable number of years (five years being the period suggested).

7. JUNIOR VISITORS:

A pre-professional position made necessary by the long industrial depression, by the number of visitors required and by the lack of supply of experienced case workers.

Education: College graduation or a combination of courses giving college credit although not necessarily sufficient to secure a college degree. It is recommended that these courses include psychology, social and biological sciences.

It should be borne in mind that persons thus accepted should be encouraged to secure professional education in an approved school of social work so that they may meet the qualifications for professional social workers.

Advancement within the agency should be dependent upon continued study to this end.

8. CLERICAL WORKERS:

Consensus of opinion was that clerical positions should be filled on a basis of ability and fitness for the job, irrespective of the need for relief of the person applying.

It was recommended: First, that a civil service

examination be required when the emergency relief organization is placed upon a more permanent basis; second, that the appointment after examination be a temporary one for six months with power to extend the temporary period once for six months or less, to dismiss if not satisfactory, or to make permanent if satisfactory following the probationary period; third, that the standards for the examination be sufficiently high to secure workers of good quality, and that the standards for entering the examination be sufficiently high to eliminate those not qualified for the specified positions.

ADMINISTRATION OF CIVIL SERVICE IN A WELFARE ORGANIZATION*

CLIFFORD N. AMSDEN

Secretary and Chief Examiner, Los Angeles County Civil Service Commission

WITH your permission, I shall discuss the subject "Administration of Civil Service in a Welfare Organization" under two headings: (1) What Are the Functions of a Modern Civil Service Department? (2) How May a Public Welfare Organization Profit by Civil Service?

Civil service, or the merit system, originated as a negative movement, designed specifically to put an end to the turning out of government employees by the thousands with every change of administration. At the time of its inception it was estimated that the mere giving of examinations and establishing of eligible lists for various types of positions would suffice.

However, the movement has developed in the meantime to a point where the average civil service department carries on six or seven distinct, although correlated, functions. These are:

1. Classification, or the placing together in groups, positions sufficiently alike in respect to duties and responsibilities to justify common treatment in the selection, compensation, and other employment practices and sufficiently different from positions in other classes to justify different treatment in one or more of these respects.
2. Examining.
3. Certification of eligibles.
4. Payroll checking.
5. Matters pertaining to employees, such as leaves of absence, vacations, etc.
6. Service ratings.
7. Separation from service.

Thus it is seen that the modern public personnel agency is essentially a service department, dedicated to the principle that the best shall serve the state. In all government jurisdictions at the present time, departments turn quite naturally to the purchasing agency for materials and supplies, to the building custodian for the heating, lighting and care of the offices, and similarly then they should turn to the civil service department for service in connection with their personnel problems.

This briefly defines the scope of the civil service department which conforms to modern standards, and while I am sure that it would be both interesting and instructive if we could discuss thoroughly each of the functions I have mentioned, time does not permit us so to do, and we now turn to my second point.

To many unfamiliar with the processes of selection, the examining function is the most important. However, those in the service recognize that the first named function—classification—is the keystone of the group, although less spectacular than examining. Furthermore, it is a well known fact that unless there is a well defined classification plan, it is impossible to develop a successful examining program.

At the present moment your organization is intensely interested in the development of professional standards of work which should apply not only to the visitor in the field, but to all of the positions, both supervisory and administrative, which are necessary for the proper conduct of the public welfare agency.

It seems to me that this point presents a common meeting ground for the social service agency and the civil service department, in jurisdictions where both operate. The adequate classification of positions in the public welfare organization and the development of professional standards of work for social workers must coincide if effectual progress is to be made and unless there is hearty cooperation between both groups, there is little hope for success.

Civil service should be of material assistance to you in your program, inasmuch as the procedure and technique of classification has been thoroughly and efficiently standardized.

May I illustrate this point by referring to the Los Angeles County situation. In 1916 the student visitor in the Department of Charities of Los Angeles County was required to be, at least

* Paper delivered at Twenty-sixth Annual Meeting California Conference of Social Work, San Diego, May 14, 1934.

a high school graduate and preferably have had some college work or technical education in social economics. At the present time the applicant for this position, in addition to being a high school graduate, must have completed a course in a standard school of social service, including practical case work in the field, or have had at least three months' continuous satisfactory social service experience with the Bureau of County Welfare, or six months' satisfactory social service experience in an agency doing work similar to that of the Bureau of County Welfare. This experience must have been gained within the last three years.

Let us examine another case—that of the assistant medical social worker. This position was first created in 1927 insofar as Los Angeles County was concerned. Applicants were required to have, in addition to a good preliminary education at least two years of university training in social economics, six months of which had been spent in actual medical social service work. At the present time the applicant for this position must:

(a) Have completed a recognized course in medical social work, or

(b) Have completed a standard course in any other type of social work and have had at least six months' experience in the practice of medical social work, or

(c) Have a bachelor's degree, and at least one year of supervised case work experience in a recognized social agency, including six months' experience in the practice of medical social work, or

(d) Be considered by the Civil Service Commission a person of exceptional ability, lacking formal education as required in (a), (b), and (c), but having had five years' experience in the practice of social work, at least three years of which have been in medical social work.

These illustrate well how slow the progress can be in the improvement of standards. You should remember, however, that this represents the work of a relatively small number of individuals, the interested executives in the Welfare and Civil Service Departments, and should not be compared with the progress that could be made through the united efforts of two organizations such as the California Conference of Social Work and the Assembly of Civil Service Commissions. We, of course, should not be forced to go on at this ox-cart rate in this day of express-train speed.

Recently Dr. Leonard D. White, member of the United States Civil Service Commission, in speaking to the National League of Women Voters in Boston, and commenting upon employment standards, called attention to the fact that the United States Civil Service Commission was working with the International Association of Chiefs of Police in an endeavor to define a national standard of police attainments. He raised the question as to whether or not this program could not be applied to other fields of public works and specifically called attention to the fact that the American Association of Social Workers already has a committee actually engaged in the consideration of such standards. He concluded his remarks on this subject by stating, "Would it not be of interest to seek, through the cooperation of the United States Civil Service Commission, to do for the social workers what is now being done for the police?"

I have read with considerable interest the By-Laws of the California Conference and I am hopeful that your department of registration and certification has in mind the establishment of job specifications in accordance with what I have suggested. However, there is no specific mention of this work in your By-Laws, and at the brief meeting that I had with some of the members of this committee in November, only the broad question of professional standardization was discussed.

Now, then, may I suggest to you that the California Conference of Social Work and the Association of California's Executives of Public Welfare go on record:

(1) To urge the American Public Welfare Association and the American Association of Social Workers to accept the challenge laid down by Dr. White and set up a committee to cooperate with the United States Civil Service Commission in the development of national standards.

(2) To suggest the formation of a committee composed of representatives from the American Public Welfare Association and the American Association of Social Workers and the Assembly of Civil Service Commissions to consider and formulate plans for a program, national in scope, for the development of professional standards in the public welfare field.

(3) To take action to establish a joint committee, composed of members of the California Conference of Social Work, the Association of California's Executives of Public Welfare, and the West Coast Assembly of Civil Service Commissions, to develop professional standards in the public welfare field in this state.

I have given the subject of professional standards a considerable amount of thought, and the

above suggestions are the result of this study. I am not sure, of course, as to whether or not as a civil service administrator, I should have the temerity to offer them to you at this time.

I do know, however, that the problem of professional standardization of positions is of interest to both groups and that each one has a considerable amount of information which the other should have and could make definite use of in improving its technical procedure, and it is because of this feeling that I have submitted to you these suggestions.

Finally, public agencies, whether handling personnel or welfare problems, must conform to the general operating policies established for the jurisdiction in which they exist. It seems self-evident that it would be much simpler to carry out a personnel program for a public welfare agency if both departments, the welfare and the personnel, were in complete agreement as to the professional standards of the positions included within the former.

(*Editor's Note:* Mr. Amsden's suggestions regarding cooperative action by the AASW, the American Public Welfare Association and civil service bodies looking toward the development of national standards for public welfare positions are in line with present activities of the Association's Committee on Civil Service of which A. Wayne McMillen is chairman.)

AN ANALYSIS OF ASSOCIATION MEMBERS PRIOR TO THE CHANGE IN THE MEMBERSHIP REQUIREMENTS

A PICTURE of the characteristics of Association members before the change in the membership requirements is now available as a result of a statistical study made by Frances N. Harrison. Miss Harrison, who is a member of the faculty of the Graduate School of Jewish Social Work, wished to make a study for her master's thesis which would relate to the development of social work as a profession. She decided that an analysis of members admitted to the Association during its early years and during the years just prior to the change in the membership requirements would show some interesting trends and would be valuable for purposes of comparison in future years.

Accordingly, she studied the applications of 1,049 full members admitted in 1924, 1925 and 1926 and of 1,572 full members admitted in 1930, 1931 and 1932, a total of 2,621 which constituted 45.5% of the membership on January 1, 1933. The age, sex, geographic distribution, education and training of the two groups were analyzed and compared as well as the type of agency in which they were employed (public or private) and the type of position held.

The findings provide statistical evidence of what was heretofore known in a general way or indicated in less comprehensive studies. Some of the findings, however, are the reverse of what would have been expected. It is surprising, for example, to discover that a smaller per cent of men entered the Association from 1930 to 1932 (14.1%) than from 1924 to 1926 (17.5%). Dr. Ralph Hurlin has estimated that perhaps one quarter of the total number of social workers in the United States in 1930 were men. The per cent of men joining the Association in the year 1924 (23.1%) more nearly approached Dr. Hurlin's estimate than in any other year and is probably to be explained by the fact that in 1924 the Association was still in the organizational stage and that men in social work took an active part in getting it launched. The next highest year was 1932 when 16.3% of the incoming members were men.

Most of the members joining the Association are under 40. The average age for the women during the earlier period and the later period is exactly the same (37.4 years). For the men the trend has been downward as the average age for the later period is 38 as compared with 41.6 for the earlier period.

The analysis of geographical distribution shows, as would be expected, that the membership of the Association is concentrated in the large urban centers and that almost no members come in from the states which are largely rural. Idaho, South Dakota and Vermont were without representation among incoming members in either period. Dr. Ralph Hurlin's study of the professions from data in the 1930 census shows social work to be more highly concentrated in the cities than any other profession. Since social workers are to be found mainly in the cities, most of the chapters of the Association are city chapters and social workers join the Association largely through the influence of the chapters.

The educational qualifications of social workers coming into the Association was definitely on the up grade between 1924 and 1932. The per cent of college graduates increased from 42.5 for the earlier period to 52.1 for the later period, and the per cent with graduate degrees increased from 8.9 to 9.1. At the other end of the scale the level was also raised several points. Members with less

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than a high school education decreased from 5.7% in the first period to 1% in the second and members with high school diplomas increased from 29.4% to 35.2%. A higher proportion of men than of women were college graduates in both periods studied, but the figures for the women are particularly significant because of the larger number involved. For instance, 329 out of a total of 856 women in the first group (38.4%) were college graduates and 671 out of a total of 1,350 women in the second group (49.7%) were college graduates. Thus while the number of women coming into the Association increased 57% the college graduates among them increased 103%. This marked increase among women college graduates undoubtedly reflects a growing demand for better qualified personnel in social work as well as an increase in the total number of women graduating from college.

When it comes to professional education, the honors go to the women both on numbers and per cent. In the earlier group, 14 of the men (7.7%) and 134 of the women (15.4%) had certificates, diplomas or degrees from a school of social work. In the later group the numbers increased to 26 men (11.8%) and 324 women (23.9%). The increase in those who had taken some work in a school of social work, a classification which includes anything from one course to practically all the requirements for a degree or diploma, was 12.7% for the men and 10.6% for the women.

A noticeable trend from private to public agencies is shown when the later period is compared with the earlier period, as the per cent of members employed in public agencies at the time they made application increased from 20.4 in the first period to 24.6 in the second, with a corresponding decrease in the per cent employed in private agencies. This trend undoubtedly would have been even more marked if the study had included the year 1933, when the development of the public relief agencies began to create many new positions in the public welfare field, a large number of which were filled by social workers previously employed in private agencies.

The classification of incoming members by position held in the agency was based on type and variety of responsibility carried. Therefore the classification does not show the field of the agency's work but the function of the individual. The most significant trend in this analysis is the increase in staff workers as compared with executives coming into the Association. The executive and sub-executive classifications include persons holding administrative positions in all the various fields of social work, including case work, group work, community organization, etc. When this executive group is compared with one group of practitioners (case workers' classification) it is found that the per cent of case workers among the members coming into the Association has increased from 35.8 in the earlier period to 58.9 in the later period. Executives, on the other hand, have decreased from 64.2% of incoming members in the first group to 41.1% in the second. The per cent of women in the executive group increased slightly in the second period (from 72.6 to 73.1%). In the group of case workers, the per cent of men increased slightly (from 3 to 5%).

In concluding her study, Miss Harrison points out that the findings are not necessarily true for the much larger group of social workers who are not members of the Association, as the members at the time she made her study comprised only about one-fifth of the social workers enumerated in the 1930 United States Census. She points out, however, that the study provides a picture of the most progressive and professionally minded social workers since it is the group interested in improved standards for social work which has affiliated with the Association.

Miss Harrison has added to the value and interest of her study by including a brief summary of the Association's history from its forerunners, the Social Work Placement Division of the Intercollegiate Bureau of Occupations, organized in 1912, and the National Social Workers Exchange which took over the work of this division in 1917, through the evolution of the Exchange into the AASW in 1921 and the subsequent development of the Association as a standard-setting body up to the time the new membership requirements went into effect.

The Association plans to publish Miss Harrison's study in full so that it will be available to members in the near future at a small charge.